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THIS IS THE PLACE HERITAGE PARK

A REPORT TO THE  
LEGISLATIVE MANAGEMENT COMMITTEE

OFFICE OF THE LEGISLATIVE FISCAL ANALYST  
IVAN DJAMBOV  
OCTOBER 17, 2007

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**OVERVIEW**

The Legislative Management Committee requested that the Office of the Legislative Fiscal Analyst write a report on This Is The Place Heritage Park (the Park) with the following scope:

- Review the available information on the financial and management situation for the This Is The Place Park;
- Consider some options for future management that will produce sustainable economic condition following the historic mission;
- Provide recommendations in time for the next session to the Legislative Management Committee and the Natural Resources Committee;

The focus of this report is the Park's financial management. The report chronicles the Park's mission, but does not attempt to assess the quality of the Park as a living history museum.

The report shows that significant financial changes took place in FY 2007. There was a reduction in staff expenditures, and increases in volunteers, visitors, the number of open buildings, and expansion of the season. Also, there was a reduction in the number of historic artifacts in the Park.

In order for This Is The Place Park to obtain a sustainable economic condition, the Legislature may consider the following three basic options for the Park's future management:

1. Remain under private management and increase its revenues from commercial enterprise and private donations.
2. Remain under private management and receive a similar percentage of General Funds as the State historic parks.
3. Be transferred back under State management.

The Analyst recommends option number one. The other two options will have significant costs to Utah's taxpayers and are inconsistent with the intentions for the transfer of the Park's management to a private foundation.

Further, the Analyst recommends the Foundation employ a curator, in order to ensure the proper care of the artifacts.

**BRIEF HISTORY**

This Is The Place Park was established in 1957, when a group of citizens purchased east bench property where the Park is located and donated the land to the State of Utah. The Legislature charged the Utah State Parks and Recreation Commission with the supervision, maintenance, and improvement of the Park.

In 1971 the Legislature approved \$100,000 for a master plan, which resulted in a proposal to create a living history museum. In 1973, \$1 million was appropriated for land acquisition, which brought the site to 450 acres. Another \$1.7 million appropriated in 1974 provided for construction of underground water, sewer, and electricity. The Statehood Centennial Commission adopted the Park as its Living Legacy Project, and in 1994 the Legislature appropriated \$2.4 million for the construction of a new visitor center.

In an effort to raise more private and individual giving through fundraising, on July 1, 1998, the management of the Park was transferred to a non-profit corporation, This Is The Place Foundation, which continues to operate the Park today. The Park was to be funded by private donations, park revenues, and an ongoing appropriation of \$800,000 from the General Fund. The budget cuts in FY 2002 reduced the General Fund portion to \$700,000.

The intentions for the transfer of the management to a private non-profit organization were for the Park to run like a business, to be able to solicit private donations, and to eventually become financially self-sustaining. However, after assuming the management responsibilities for the Park, the Foundation experienced serious financial difficulties and started borrowing from its restricted funds to pay for its operations. This approach worked for a while, but the Foundation was not able to replenish the restricted funds. During the 2006 General Session, the Foundation approached the Utah State Legislature for additional financial assistance and received a one-time appropriation of \$2 million. The one-time funds were spent in FY 2007 mainly to repay endowment funds and for building repairs.

**MISSION CHANGES OVER TIME**

The mission of This Is The Place Park has changed over the years. Although it is not defined in Utah Code, there are two House Joint Resolutions (H.J.R.) providing Legislative intent about the Park's mission. The mission of the Park is also specified in the This Is The Place Foundation's bylaws, as well as in the Management Agreement between the Foundation and the Division of Parks and Recreation. Currently the Park is operating under a new working mission statement.

*Legislative Intent*

The 1990 Legislature expressed its support through H.J.R. 15 for the renovation and development of the Pioneer Trail State Park (the old name of This Is The Place Park), in preparation for Utah's Centennial Celebration.

In H.J.R. 15, the Legislature stated that the mandate for the Park is to “preserve, restore, reconstruct, curate, exhibit, and interpret artifacts of Utah’s pioneer heritage, which contributes significantly toward educating residents and visitors regarding Utah’s cultural heritage and the preservation of Utah’s lifestyle” (see Appendix A).

In 1997, one year before the transfer of the Park to be managed by the Foundation, the Legislature passed H.J.R. 17, in which it was recommended that “the Division of Parks and Recreation set up a non-profit organization to manage the growth, development, and promotion of This Is The Place State Park.” In that same bill, the Legislature also stated that the “explicit mission” of the nonprofit organization managing the Park is “promotion [of] Utah’s cultural and historical heritage through the preservation, restoration, reconstruction, exhibition, and interpretation of Utah’s pioneer lifestyle” (see Appendix B).

The Legislative intent in the two bills directs the Park to promote the pioneer heritage and educate the visitors about the pioneer lifestyle.

*Foundation  
Bylaws*

This Is The Place Foundation states in its bylaws that the mission of the Park is to “promote the unique character and content of Utah’s heritage, to encourage and welcome park visitors, to manage business of the Park, to create programming, to preserve, curate, protect, interpret and acquire elements of Utah heritage and history” (see Appendix C).

This mission statement is consistent with the 1990 legislative intent, committing the Park to acquire, curate, and protect historic artifacts, although these are not mentioned in the 1997 bill.

*Management Agreement  
with Division*

Another source for the mission of the Park is found in the Management Agreement with the Division of Parks and Recreation of 1998. There it is stated that the Foundation is responsible for “developing, building and interpreting the Old Deseret Village area of the PARK as an interactive, participatory heritage experience and destination representing the Utah Pioneers” (see Appendix D).

The Foundation’s commitments outlined in the agreement with the State no longer mention as responsibilities for the Park to “restore, reconstruct, curate, exhibit, and interpret artifacts.” The emphasis is on providing “interactive, participatory” experience for the visitors.

*Working Mission  
Statement*

For the last year the Park management has been using the following new working mission statement: “This is The Place to remember the past, entertain the present, and educate the future as we honor our heritage through a comfortable, hands-on experience that provides a glimpse into a ‘day in the life’ of Utah’s history.”

The Park management reported that the Foundation board is supportive of the new mission statement, although they have not yet taken the steps to formally adopt it. This new mission is different from the one in the Foundation's bylaws, but it is consistent with the mandated responsibilities in the Management Agreement with the Division, emphasizing "interactive, participatory, hands-on experience" for the visitors. The Analyst recommends the Foundation board reconcile the differences in its mission statements and include provisions reflecting the Legislative emphasis on historic preservation.

#### **STATUS OF ARTIFACTS**

In light of their working mission statement, the new Park management has taken steps to provide the "hands-on experience" by replacing artifacts with replicas. Use of replicas allows the visitors to actively participate and experience "a day in the life" of Utah pioneers, without worrying about the safety or condition of the artifacts. This direction was set by the Foundation board, and in 2006 they made a decision to not accept any new artifacts. However, there are many historic artifacts already at the Park and currently there is no curator on staff.

Over the years, more than 4,500 pieces of historic artifacts were donated or loaned to the Park, but since 1997 very few of these were ever seen by the visitors, because the majority of them were placed in locked buildings. After reviewing the condition of the artifacts in the spring of 2006, the Heritage Program Coordinator from the Division of Parks and Recreation and the new Foundation board chairman were concerned about what they found: there was no proper inventory, the alarm system was not working, and some artifacts were damaged. Both agreed that the Foundation did not have the capacity to properly care for the artifacts, and that it would be best for the Division to find proper storage for the State collection of artifacts.

In May 2006 the Division removed over 90 percent (2,400) of its collection from the Park. The majority of them were placed in storage and a few were displayed at the Territorial Statehouse and the Iron Mission State Parks.

As of September 2007, the Park has in its possession approximately 2,100 historic artifacts, most of them owned by non-state entities. More than one half of these are cared for by the owners who loaned them to the Park. However, the remaining 840 artifacts are without an existing curatorial agreement, and the Park no longer has a curator on staff. The curator left in the spring of 2006 and this position has not been filled.

Preservation and protection of artifacts is crucial. If the Park were to continue to have artifacts, the Foundation will need to ensure the proper care and maintenance for all artifacts. The Analyst recommends a qualified curator be employed by the Foundation, on a full-time, part-time, or contractual basis, depending on the actual needs.



**RESULTS AFTER CHANGE IN LEADERSHIP**

One of the requirements to receive the \$2 million from the 2006 Legislature was for the This Is The Place Foundation to reorganize its board. In the spring of 2006 the Foundation chose a new board Chairman, and soon after that a new Park director was hired. Under the new leadership, the Park has experienced significant changes, such as reduction in staff expenditures, increase in volunteers, increase of visitors, increase in the number of open buildings, and expansion of the season.

**REDUCTIONS IN STAFF EXPENDITURES AND INCREASE IN VOLUNTEER HOURS**

One of the first steps of the new Foundation leadership was to reduce the Park's personnel expenditures. In FY 2005 the Foundation spent \$1,447,375 for full-time and seasonal staff. In FY 2007 these costs were reduced to \$944,000, a 35 percent reduction. The major contributor to these cost-savings was the decrease of full-time staff, from 31 people in FY 2005 to 16 in FY 2007.

The new management was also able to receive more help from volunteers. Table 1 shows a constant increase in the number of hours of volunteer service donated to the Park.

Hours of Volunteer Service at This Is The Place Park													
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
2005	-	-	252	593	1,234	2,026	2,208	2,120	1,080	-	-	672	10,185
2006	-	381	356	801	1,784	3,470	3,482	2,860	1,563	556	154	1,278	16,685
2007	389	707	1,124	810	2,435	3,518	3,207	2,944	1,666	650*	710*	1750*	19,910*

\* Projected hours

**Table 1**

The highlighted areas in Table 1 indicate the period since the new management accepted responsibility for the Park. There has been a significant increase in the number of volunteer hours in the last two years. It is anticipated that the total number of volunteer hours for 2007 will be near 20,000, which is equivalent to over \$370,000 of donated labor.

**VISITATION INCREASE**

The Park had a record number of visitors in 2007 (see Table 2). The total number of visitors projected for 2007 is over 137,000. This is more than two times higher than the previous two years. A record-high number of visitors are expected to attend the Park for the two large events planned in October and December 2007: Halloween and Christmas.

Number of Visitors Per Month at This Is The Place Park													
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
2005	-	-	765	2,481	4,769	9,659	17,421	10,327	2,835	2,576	-	7,878	58,711
2006	114	78	290	3,745	11,129	10,294	14,553	8,603	3,697	3,843	465	123	56,934
2007	364	619	1,020	4,398	21,643	17,283	29,142	20,173	10,000	11,000*	5,500*	16,000*	137,142*

\* Projected number of visitors

Table 2

This visitation increase is significant, especially in light of a dramatic visitation decrease trend reported by large living history museums, such as Colonial Williamsburg. The increased visitation will also provide more revenues to This Is The Place Park through additional admission fees as well as from purchases made at the Park.

#### RECORD NUMBER OF OPEN HISTORIC BUILDINGS

One of the major challenges for the Park has been maintenance of the historic buildings. Most of these did not have funding set aside for that purpose. Thus, over the years, many of the historic buildings were locked and the visitors were only able to see them on the outside.

The new Foundation leadership spent considerable efforts and funding in building repairs and maintenance and managed to open 22 additional historic buildings. In 2007 the Park visitors were able to access 42 of the total 46 buildings (see Appendix E), which is the highest number of historic buildings open to the public that the Park has ever had.

The additional open buildings provided opportunities for the Foundation to increase the number of demonstrated living history crafts and trades in the Park. In 2007, the Park offered new static displays in 10 different buildings, as well as new crafts demonstrated in the Booth Shop, the Bank, the Deseret Hospital, Kimball Home, etc.

However, with this expansion of buildings and programs, the management does not have a mechanism in place to evaluate the effectiveness of its programs. The management should establish purpose, goals, and objectives for each of its programs and activities, and it should closely monitor how well each is performing. They should also measure the public's perception and receive feedback and ideas from the visitors on a regular basis. This information can be used to make determinations on where and how the Foundation should use its resources.

#### EXPANSION OF SEASON

Traditionally, This Is The Place Park operated April through October, but in 2007 the new management has made plans and provisions for the Park to be open until the end of December. Starting on May 10, 2007, the Park was open for visitors seven days a week, with train tours and self-guided tours available

on Sundays. It is projected that in 2007 the Park will be opened 253 days, 88 days (53 percent) more than the previous year (see Table 3). The highlighted areas indicate the period since the new management accepted responsibility of the Park. The plan for 2008 is for the Park to be open all year long.

Number of Days Park is Open														
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total	
2005				2	20	23	26	26	27	19	24	3	8	178
2006	1	1	1	15	25	26	26	27	15	19	5	4		165
2007				1	16	26	30	31	31	30	31*	30*	27*	253*

\* Scheduled to be open

\* Scheduled to be open

Table 3

In 2007 the Park will also offer expanded winter events. The management has made plans for extended Halloween activities, continuing 22 nights in October, involving 13 buildings. This will be almost four times bigger than 2006, when the event was for six nights, using only 3 buildings. There are also elaborate plans for expanding the Christmas event in December 2007.

### **FUTURE MANAGEMENT OPTIONS**

Heritage parks and living history museums need a variety of funding sources in order to survive. Nationwide, private parks generally rely heavily on private endowments and individual donations, and government operated parks are funded mostly with public funds. The successful public and private heritage parks, however, have developed additional ways to generate revenues from commercial enterprise.

In order for This Is The Place Park to achieve a sustainable economic condition, the Legislature may consider the following three basic options for the Park's future management:

1. Remain under private management and increase its revenues from commercial enterprise and private donations.
2. Remain under private management and receive similar percentage of General Fund as the State historic parks.
3. Be transferred back under State management.

Each of these options is discussed in the following pages.

### **INCREASE REVENUES FROM COMMERCIAL ENTERPRISE AND PRIVATE GIVING**

The first option for a sustainable economic condition for the Park is to remain under private management and develop opportunities to earn additional revenues from commercial enterprise, as well as to proactively seek funding from private sources. This is consistent with the original intentions for the transfer of management to a private organization.

*Increase Earned Revenues*

A significant portion of the Park's funding comes from Earned Revenues, which consists of admission, events, and entertainment fees, and sales of food and merchandise. The data from the last three fiscal years show that revenues from these sources have been declining (see Table 4).

This Is The Place Park, Revenues Earned by Year						
	FY 2005		FY 2006		FY 2007	
<b>Earned Revenue</b>	614,800	21%	581,800	27%	511,200	11%
<b>Private Giving</b>	1,507,300	52%	865,100	40%	1,282,200	28%
<b>Public Funding</b>	793,500	27%	743,200	34%	2,750,000	61%
<b>Total Revenues</b>	<b>2,915,600</b>	<b>100%</b>	<b>2,190,100</b>	<b>100%</b>	<b>4,543,400</b>	<b>100%</b>

Table 4

However, due to increases in visitation, in the first quarter of FY 2008 (July-September 2007), the Park has already collected \$407,600 in Earned Revenues. The management should continue its efforts to increase the number of paying visitors, as well as to find ways to increase its revenues from appropriate commercial enterprise. Management may consider using inside and outside experts to re-assess its resources and opportunities, and make plans to increase revenues from commercial enterprise in a manner consistent with the Park's mission and purpose. In addition to what is already in place, the management may review the ideas outlined in the Park's 1999 Master Plan, which included a proposal for building a 500-seat restaurant, lodging, reception area, shops with retail goods, etc.

*Seek Funding From Private Sources*

One of the major reasons for transferring the management to a private non-profit foundation was to be able to receive funding from private donations. Private giving has been and should continue to be a major revenue source for the Park. The Foundation should continue to seek donations from private individuals and organizations, not only as a source for its immediate needs but also with the goal to establish large endowment funds. Across the nation, endowments play a major role in financing successful private living history museums.

In FY 2007 This Is The Place Foundation established its first endowment, the Wallbridge endowment. A donor has committed to contribute in the next six years a total of \$3 million to the endowment. After that, it is projected that the Wallbridge endowment will be providing in perpetuity \$200,000 annually for the Park's operations.

The Analyst recommends the Foundation continue its efforts in soliciting funding for endowments, until they become significant and reliable funding sources for the Park in the future. The Foundation can also work toward the goal of creating endowments for the maintenance of specific buildings, programs and activities, or to fund the salaries of specific positions, such as the Executive Director, the Curator, etc.

*Intentions for the  
Transfer to Private  
Management*

While under State management, in 1990 the Park was chosen by the Statehood Centennial Commission to be its Living Legacy Project, and major efforts were made for the expansion of the Park. The intention of the Division of Parks and Recreation for this expansion was to “not increase the financial burden placed on Utah’s taxpayers.”

However, as a State-operated entity, the Park was not able to generate enough donations from the private sector. In 1997, the Division recommended the “creation of a non-profit umbrella organization with a board and executive director outside of state government” to manage the Park. The hope was that the Park will be able to generate the needed additional revenues from private donations, as well as through admission fees, sales, concessions and event fees, and to become financially self sufficient.

Since the transfer of management to This Is The Place Foundation, the amount of ongoing General Fund has not increased. In fact, it has actually decreased, both the amount and as a percentage of the Park’s total budget. The amount was reduced from \$800,000 to \$700,000 after the budget cuts in FY 2002. And as a percent of the total budget, the General Fund shrank from 84 percent in FY 1998 to 29 percent in FY 2007, mainly due to the Park’s expansion over the years.

**PROVIDE PUBLIC FUNDING AT THE SAME LEVEL AS TO THE STATE HISTORIC PARKS**

The second option for a sustainable economic condition for the Park is to keep it under private management, while providing a percentage of General Funds similar to what the State historic parks currently receive (which is very similar to what the Park used to receive before the management was transferred to the Foundation).

On average, in FY 2007 the six historic parks managed by the Division of Parks and Recreation received 82 percent of their funding from the General Fund. This is similar to the 84 percent of General Funds This Is The Place Park received in FY 1998, the last year under State management. However, in FY 2007, the ongoing General Funds constituted only 29 percent of the Park’s total budget, due to growth in operations.

If the Legislature were to choose this option and want to ensure that the General Funds in This Is The Place Park budget constitute 82 percent, the Legislature would have to provide additional ongoing appropriation of \$1,385,600 to the Park. This would be in addition to the current ongoing appropriation of \$700,000, and the total will be \$2,085,600 per year.

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**TRANSFER MANAGEMENT BACK TO THE STATE**

Since the Park is owned by the State, the Legislature may consider the third option: ending the Management Agreement with the Foundation and returning the management of the Park to the Division of Parks and Recreation. This option, however, will also add significant financial burden to the State. It is estimated that in order to provide the same services as the Foundation now offers, the Division will need additional \$1.6 million per year. This amount includes \$1.2 million of potential revenue loss from private donations and \$400,000 of higher operating costs.

*Potential Loss of  
Private Donations*

Private non-profit organizations are generally more successful in obtaining private donations than State organizations. This was evident from the fact that in FY 2007, in spite of the major efforts to generate private support for its 43 parks, the Division of Parks and Recreation was able to generate only \$143,000 statewide; while for the same period, the Foundation collected \$1.3 million for the Park. Much of the \$1.3 million would most likely not be donated if the State managed the Park.

*Higher Operating Costs*

It is estimated that the Division would have to spend \$400,000 more per year in order to provide the same level of services as the Foundation. The main portion of that difference, \$350,200, is in personnel expenditures. Overall, Division expenditures for salaries are lower than the Foundation, but much higher for benefits. It was also estimated that the Division will have to pay for staff that the Foundation is able to secure as volunteers from LDS wards. The remaining \$50,000 are for the overall higher rates the Division has to pay to the Department of Administrative Services for fleet, human resources, IT services, etc.

**RECOMMENDATIONS**

Of the three options for sustainable economic condition for This Is The Place Park considered in this report, the Analyst recommends the first option: the Park to remain under private management and develop opportunities to earn additional revenues from commercial enterprise, as well as to proactively seek funding from private sources.

The Foundation should continue its efforts in soliciting funding for endowments, until they become significant and reliable funding source for the Park in the future.


In the review of the Park's programs and operations, the Analyst made the following recommendations:

- The Foundation board should reconcile the differences in its mission statements and include provisions reflecting the Legislative emphasis on historic preservation.

- In order to ensure the proper care of the artifacts at the Park, the Foundation should employ a qualified curator, on a full-time, part-time, or contractual basis, based on the actual needs.
- The Foundation should establish a mechanism to measure and evaluate the effectiveness of each of its programs.





APPENDIX A

RENOVATION OF PIONEER TRAIL STATE PARK	15
COMMENDATION RESOLUTION	16
1990	18
GENERAL SESSION	19
Enrolled Copy	21
H. J. R. No. 15	23
By Donald R. LeBaron	23
A JOINT RESOLUTION OF THE LEGISLATURE COMMENDING THE RENOVATION AND	30
DEVELOPMENT AT PIONEER STATE PARK PREPARATORY TO UTAH'S CENTENNIAL	31
CELEBRATION.	
<u>Be it resolved by the Legislature of the state of Utah:</u>	34
WHEREAS Utah has a unique history and cultural heritage that is	37
worthy of preservation and perpetuation for present and future	38
generations;	
WHEREAS the Legislature is committed to the preservation and	40
perpetuation of Utah's history and cultural heritage;	41
WHEREAS Utah's unique cultural heritage is of interest and value to	43
both its residents and visitors;	44
WHEREAS education is recognized as an important vehicle for fostering	46
the preservation and perpetuation of Utah's unique cultural heritage;	47
WHEREAS preserving, restoring, reconstructing, exhibiting, and	49
interpreting Utah's cultural artifacts and pioneer life-style is	50
recognized as an essential part of educating people and establishing an	51
understanding of their history and cultural heritage;	52
WHEREAS Pioneer Trail State Park's legislative mandate is to	54
preserve, restore, reconstruct, curate, exhibit, and interpret artifacts	55
of Utah's pioneer heritage, which contributes significantly toward	56

H. J. R. No. 15

educating residents and visitors regarding Utah's cultural heritage and 57  
the preservation of Utah's pioneer lifestyle; 58

WHEREAS Pioneer Trail State Park is the location of "This Is the 60  
Place" Monument, which commemorates the struggle for the settlement of 61  
Utah and the entrance of Mormon pioneers into the Salt Lake Valley, and 62  
depicts early pioneer heritage and lifestyle; 63

WHEREAS the Division of Parks and Recreation, the Division of State 65  
History, and the Utah Travel Council recognize the importance of this 66  
heritage park and are cooperating in an effort to bring about facility 67  
renovation and completion of the master plan at Pioneer Trail State Park 68  
to ensure that it will continue to be a positive tourism<sup>1ST</sup> attraction, 69  
particularly for the Centennial Celebration, and serve as a permanent 70  
repository for Utah's pioneer heritage and cultural artifacts as well as 71  
a medium for historical education; 72

WHEREAS Pioneer Trail State Park is the terminus for the Mormon 74  
Pioneer National Historic Trail that has been identified for preservation 75  
and multiple use by the public; 76

WHEREAS the following entities have presented statements supporting 78  
this legislative resolution: the National Society of the Sons of Utah 79  
Pioneers, Robert T. Wagstaff, President, and Lawrence L. Epperson, 81  
Executive Secretary; Beehive Clothing, Nolan B. Leishman, Director; Lewis 82  
Brothers Stages, Daniel J. Steffen, Director of Sales and Marketing; Utah 83  
State Office of Education, James R. Moss, State Superintendent of Public 84  
Instruction; Salt Lake City Corporation, Palmer DePaulis, Mayor; United 85  
States Department of the Interior, Deane H. Zeller, District Manager; 86

H. J. R. No. 15

Morris Ask Mr. Foster Travel, Mark G. Slack, President; Salt Lake 87  
Convention and Visitors Bureau, Richard E. Davis, President; Utah State 88  
Board of Parks and Recreation, Dr. Wendell McGarry, Chairman; Le Bus, 89  
Dennis Copyak, General Manager; Western Leisure, Inc., Keith Griffall, 90  
President; Utah Travel Regions, Marion Eason, President; Utah Travel 91  
Council, Board of Commissioners, J. Ralph Atkin, Chairman; and the 92  
National Pony Express Association, Clark E. Maxfield, President, Utah 93  
Division; and

WHEREAS the future renovation and development at Pioneer Trail State 95  
Park should be studied by the Legislature: 96

NOW, THEREFORE, BE IT RESOLVED that the Legislature of the state of 98  
Utah recognize the commendable efforts of the National Society of the 99  
Sons of Utah Pioneers, Beehive Clothing, Lewis Brothers Stages, Utah 100  
State Office of Education, Salt Lake City Corporation, United States 101  
Department of the Interior, Morris Ask Mr. Foster Travel, Salt Lake 102  
Convention and Visitors Bureau, Utah State Board of Parks and Recreation, 103  
Le Bus, Western Leisure, Inc., and the National Pony Express Association, 104  
Utah Division, to enhance Pioneer Trail State Park. 105

BE IT FURTHER RESOLVED that the Legislature commend and support the 107  
efforts to enhance the valuable public resource represented by Pioneer 108  
Trail State Park for the benefit of present and future generations of 109  
Utah residents and visitors. 110

BE IT FURTHER RESOLVED that an interim study of the future renovation 112  
and development at Pioneer Trail State Park be conducted during the 1990 113  
Interim Year.

H. J. R. No. 15

BE IT FURTHER RESOLVED that copies of this resolution be sent to the 115  
Governor and the directors of the Divisions of Parks and Recreation, 116  
State History, and the Utah Travel Council. 117

APPENDIX B

**RESOLUTION REGARDING FUTURE  
OPERATION AND DEVELOPMENT OF THIS  
IS THE PLACE STATE PARK**

1997 GENERAL SESSION

STATE OF UTAH

**Sponsor: Jordan Tanner**

A JOINT RESOLUTION OF THE LEGISLATURE EXPRESSING INTEREST IN THE PRESENT AND FUTURE OPERATION AND DEVELOPMENT OF THIS IS THE PLACE STATE PARK; AND URGING THE DIVISION OF PARKS AND RECREATION TO EXPLORE CREATIVE PARTNERSHIPS WITH THE PRIVATE SECTOR TO BETTER FACILITATE THE RAPID GROWTH AND USER INTEREST GENERATED AT THIS IS THE PLACE STATE PARK SINCE ITS SELECTION AS UTAH'S CENTENNIAL CELEBRATION PARK.

*Be it resolved by the Legislature of the state of Utah:*

WHEREAS Utah has a unique history and cultural heritage that is worthy of preservation and perpetuation for present and future generations;

WHEREAS the Legislature is committed to the preservation and perpetuation of Utah's historical, cultural heritage, and Native American history;

WHEREAS Utah's unique cultural heritage is of interest and value to both its residents and visitors;

WHEREAS the Utah Statehood Centennial Commission proudly adopted This Is The Place State Park as its "Living Legacy" project with a goal of creating a world class, living history museum aimed at showcasing Utah and its heritage to the world;

WHEREAS on June 29, 1996, This Is The Place State Park, Old Deseret Village, was reopened and this greatly expanded and improved park was rededicated as a place where visitors from throughout the world can come and experience Utah's pioneer heritage firsthand;

WHEREAS the Legislature commends and supports efforts to enhance the valuable public resource represented by This Is The Place State Park for the benefit of present and future generations of Utah residents and visitors;

WHEREAS the Legislature recognizes the value of understanding one's cultural and

historical heritage, and encourages the Division of Parks and Recreation in its efforts to professionally manage and maintain This Is The Place State Park;

WHEREAS the Legislature recognizes that funds necessary for the successful operation, maintenance, and future development of This Is The Place State Park may necessitate partnerships with both public and private interests; and

WHEREAS private foundations and trusts are looking to nonprofit organizations, instead of governmental organizations, to grant charitable gifts for cultural and heritage projects:

NOW, THEREFORE, BE IT RESOLVED that the Legislature of the state of Utah recommend that the Division of Parks and Recreation set up a nonprofit organization to manage growth, development, and promotion of This Is The Place State Park.

BE IT FURTHER RESOLVED that this nonprofit organization be overseen by an executive director and board of trustees, with the explicit mission of promoting Utah's cultural and historical heritage through the preservation, restoration, reconstruction, exhibition, and interpretation of Utah's pioneer lifestyle.

BE IT FURTHER RESOLVED that copies of this resolution be sent to the Division of Parks and Recreation and the Statehood Centennial Commission.

**APPENDIX C****BYLAWS  
OF  
THIS IS THE PLACE FOUNDATION****ARTICLE I.****MISSION AND STATEMENT OF PURPOSE**

**1.1 Mission** The Foundation, a Utah nonprofit corporation (herein the "Foundation"), preserves and celebrates the heritage and people of Pioneer Utah primarily at This is the Place State Park. The Park is home to Old Desert Village, a quality educational and cultural living history village which interprets life from the arrival of the pioneers in 1847 to the coming of the railroad in 1869. The Park also recognizes early Utah history preceding settlement and post railroad history from 1869 to statehood in 1896.

**1.2 Statement of Purpose** The Foundation's mission is to promote the unique character and content of Utah's heritage, to encourage and welcome park visitors, to manage the business of the Park, to create programming, to preserve, curate, protect, interpret and acquire elements of Utah heritage and history.

**1.3** The Foundation pursues its statement of purpose in the following ways:

**1.31** by building and preserving buildings and other artifacts and works of art relating to Utah's pioneer heritage, and within Old Desert Village specifically the period from 1847 through 1869, and by honoring Utah's settlement period pioneers up to statehood and those who preceded the settlement period.

**1.32** by improving, enhancing, and beautifying the grounds and facilities of, and restoring the wildlife habitat of, This is the Place State Park.

**1.33** by providing broad public access to the Park and its holdings through collaborations with individuals and groups.

**1.34** by raising, preserving, managing, and disbursing funds for the preservation interpretive, and development purposes of the organization.

**1.35** by creating cooperative, collaborative efforts with individuals and other groups pursuing historical preservation and education.

**1.36** by providing management services to the Park so that it is made available, accessible and appealing to all people.

Services include, but are not limited to, educational events and programs, tours interpreting the pioneer history of Utah, sale of replicas of historical artifacts and interpretive materials, continuing historical research and publication and facilities and grounds development and management.





APPENDIX D

## MANAGEMENT AGREEMENT

41272 F  
Vendor #UTAH DIVISION OF PARKS AND RECREATION  
AND  
THIS IS THE PLACE FOUNDATION

982100

It is mutually agreed by and between the Utah Division of Parks and Recreation (DIVISION) and This Is The Place Foundation, Inc. (FOUNDATION) as follows:

WHEREAS, as authorized by 63-11-3.2 of the Utah Code, the FOUNDATION has been designated as the management entity for This Is The Place State Park (PARK); and

WHEREAS, the State of Utah owns the property, buildings and artifacts at This Is The Place State Park in Salt Lake City, Salt Lake County, Utah; and

WHEREAS, the DIVISION desires to enter into an agreement with the FOUNDATION to manage, operate and promote the PARK; and

WHEREAS, the FOUNDATION is willing to enter into an agreement with the DIVISION to manage, operate and promote the PARK;

NOW, THEREFORE, in consideration of their mutual agreements, the parties agree as follows:

Management Provisions

1. The FOUNDATION hereby agrees to undertake all phases of management, operation, programming and promotion of the PARK and its associated operations for an indefinite period beginning July 1, 1998. This shall include:
  - (a) responsibility for managing the monument area of the PARK as a valuable community resource;
  - (b) developing, building and interpreting the Old Deseret Village area of the PARK as an interactive, participatory heritage experience and destination representing the Utah Pioneers. This will be accomplished by developing and collecting a representative sample of the State historical buildings, construction of new buildings, and acquiring other reproduction and authentic resources that are representative of the historical period. All these buildings, reproductions and authentic artifacts and resources will be used to portray the PARK as an interactive heritage tourism and educational destination, which will bring the public into the experience, letting them participate in, interact with, view, and experience a day in the life of the Utah pioneers. Activities will include, but not be limited to, education, entertainment and participatory reenactments, etc.
  - (c) developing, building and managing the areas of the PARK outside of Old Deseret Village and the monument area in such a way as to benefit the citizens of Utah and tourists who choose to visit the PARK in recreational, educational, heritage and other ways, which, in the judgement of the FOUNDATION will complement the other areas of the PARK.

- (d) coordination with the Matheson Park Board and Native Americans with respect to the Native American Repatriation Site.
2. The FOUNDATION shall retain all revenue collected from PARK operations and set fees accordingly to defray costs of operation and maintenance.
  3. The FOUNDATION will employ all personnel deemed necessary for the management, operation and promotion of the PARK as described in Paragraph 1 above.
  4. The DIVISION shall assign to the FOUNDATION such contracts or agreements which are in effect on the date hereof and which are acceptable to the FOUNDATION. The FOUNDATION may enter into any contracts deemed necessary for the management, operation and promotion of the PARK as described in Paragraph 1 above. The FOUNDATION will assume financial responsibility for contractual obligations incurred in this agreement in connection with the management, operation and promotion of the PARK. (The operation obligations would include, but not be limited to telephones/service, data processing equipment/service, utilities and vehicle costs.) Existing state vehicles at This Is The Place State Park may either be purchased at book value from the Department of Natural Resources Motor Pool, or This Is The Place Foundation may choose to lease vehicles (other than state-owned vehicles) on its own.
  5. The FOUNDATION will maintain the PARK properties, including approximately 450<sup>±</sup> acres of land, buildings and facilities. Acknowledging existing issues, known or unknown, disclosed or undisclosed, including the electrical transformer problem, water rights, etc., the DIVISION will assist the PARK in securing financial support for maintenance and improvement of the facilities from the Division of Facilities and Construction management and State Building Board.
  6. The DIVISION will seek an annual General Fund appropriation from the legislature in the amount of not less than eight hundred thousand dollars (\$800,000) for the PARK and, upon appropriation, will provide such amount to the FOUNDATION as a management fee to assist in the maintenance and operation of the PARK. Payment will be made to the FOUNDATION in July of each year for the duration of this agreement.
  7. The DIVISION shall pay all appropriate financial obligations of the PARK for the fiscal year ending June 30, 1998 until such time as the financial statements for the State of Utah have been closed for that fiscal year. Any unexpended and unobligated balances from the DIVISION budget for This Is The Place State Park for the fiscal year ending June 30, 1998 shall be paid to the FOUNDATION as a supplemental management fee prior to fiscal year closure. Unexpended and unobligated balances shall be determined based on the current budget expenditure authorization of \$943,100, which requires revenue generation of at least \$200,900 (budgeted revenue) from PARK operations, which revenue is equivalent to the previous fiscal year. In the event that actual revenue for the fiscal year ending June 30, 1998 is less than \$200,900, the expenditure authorization shall be reduced by the difference of actual revenue and \$200,900 budgeted revenue. The DIVISION shall also cause to be delivered to the FOUNDATION any designated funds or endowments legally transfereable to the FOUNDATION relating to the PARK.
  8. The FOUNDATION shall maintain high standards of safety, cleanliness and sanitation with regard to all PARK properties, consistent with all applicable codes, standards and statutes, including federal, state and local regulations.

982100

Standards of Conduct and Ethical Considerations

20. The FOUNDATION will conduct meetings of its Board of Trustees in conformity with Chapter 4, Title 52, Utah Code Annotated, relating to open and public meetings.
21. Upon written request, the minutes of the FOUNDATION's Board of Trustees shall be open and available for public inspection at the FOUNDATION office. Expressly excluded from this requirement are items (1) produced in conjunction with private fund raising efforts of the FOUNDATION and (2) related to personnel actions.
22. The FOUNDATION's Board of Trustees and PARK employees shall be subject to the standards of conduct adopted by the FOUNDATION and contained in the FOUNDATION's policy and procedures manual, along with any applicable federal, state and local laws governing conduct.

Miscellaneous


23. The Management Agreement will remain in effect until a replacement agreement is negotiated, or until canceled pursuant to paragraph 25 below.
24. This Management Agreement, or any of its parts, may not be assigned during its term by either party without the prior written consent of the other party.
25. This Management Agreement may be amended at any time upon approval of the Board of Trustees of the FOUNDATION and the DIVISION.
26. This Management Agreement may be terminated by either party, for any reason, upon 90 days prior written notification to the other party of the intent to terminate. The DIVISION and FOUNDATION agree to try to resolve any issues relative to the intent to terminate during the 90 day period. If resolution attempts are not successful, the agreement will terminate 90 days following a final written notification of termination by either party to the other party.

The effective date of this Management Agreement shall be July 1, 1998.

THIS IS THE PLACE FOUNDATION

 6/23/98  
Stephen M. Studdert, Chairman Date

DIVISION OF PARKS AND RECREATION

 6/24/98  
Courtland Nelson, Director Date

UTAH DIVISION OF FINANCE

CONTRACT RECEIVED AND  
PROCESSED BY  
DIVISION OF FINANCE

Approval

Date

6/24/98



APPENDIX E**Building Usage at This Is The Place Park**

	2005	2006	2007
1. Visitors Center	Gift Shop, Offices, Theater, Information Booth, restrooms, Mormon Handicraft came in during the Fall	Mormon Handicraft, Theater, Information Booth, restrooms	Monument Café, Gift Shop, Theater, Orientation Display, Drivers Lounge, Ticket Sales, Tourist information booth, Art Gallery, Private Parties, Restrooms
2. Smoot Hall	Private Parties, Foundation Offices, Public Restrooms	Private Parties, Foundation Offices, Public Restrooms	Private Parties, School Groups, Foundation Offices, Static Display, Public Restrooms
3. Observatory	Tool Shed	Tool Shed	Living History with Static Displays of replica equipment and pictures
4. Gardiner Home	Pioneer Chores, gardening, children's games	Pioneer Chores, gardening, children's games	Pioneer Chores, gardening, children's games
5. Jewkes Home	Cleaning, carding, dyeing, spinning, weaving wool	Cleaning, carding, dyeing, spinning, weaving wool	Cleaning, carding, dyeing, spinning, weaving wool
6. Social Hall	Utah Welcome Home, Private Parties	Utah Welcome Home, Private Parties	Utah Welcome Home, Private Parties
7. Fairbanks Home	Living History with emphasis on rug making	Living History with emphasis on rug making	Living History with emphasis on art (art craft)
8. Shaving Parlor	Closed	Closed	Living History where children receive a shave and dental assistance is offered
9. Bank	Living History – open occasionally	Living History – open occasionally	Living History telling the financial history of the State of Deseret and Deseret dollars. Also where guests can buy Deseret Dollars
10. ZCMI Store	Dargers ran the store and sold Pioneer goods	Dargers ran the store and sold Pioneer goods	Gatrells ran the store and sold less Pioneer goods but more candy and toys
11. Madsen Furniture Company	Closed	Closed	Living History telling the story of Pioneer furniture and importing goods from the East
12. Ottinger Hall	Scheduled tours	Closed	Closed
13. Ashby Dugout	Closed	Closed	Closed
14. Huntsman Hotel	Food Service	Food Service	Food Service, Ice Cream Parlor and museum quality displays upstairs (saddles, saddle shop, cowboy gear, hotel room, and saloon)
15. Schoolhouse	Living History – pioneer lessons	Living History – pioneer lessons	Living History – pioneer lessons
16. Ence Cabin	Wood storage	Wood storage – bucket brigade during the 24 <sup>th</sup>	Wood storage – bucket brigade during the 24 <sup>th</sup>

	2005	2006	2007
17. Pine Valley Chapel	CCA Christensen presentation occasionally	CCA Christensen presentation occasionally	CCA Christensen presentation with crafts in the basement during fall season
18. Relief Society Hall	Closed	Closed	Daughters of the Utah Pioneers Static display
19. Roberts Home	Living History craft center	Closed	Center for the Pioneer Playground
20. Holladay School House	Closed	Closed	Incorporated into the Pioneer Playground
21. Livery Stable	Ox pen	Ox pen	Petting corral complete with Pony rides, reptile displays and domestic animals available for petting
22. Riter Cabin	Closed	Closed	Static display about early residential structure of the Pioneers
23. Burnett Log Home	Family –interpreted presentations	Family –interpreted presentations	Family –interpreted presentations
24. Hickman Cabin	Native American stories	Native American stories	Native American stories and craft
25. Emery County Cabin	Not assembled	Not assembled	Re-assembled during our Labor Day Festival and throughout September
26. Staker Cabin	Closed	Closed	Static Display about the arrival of Johnston’s Army and the events leading up to and the after effects of the Utah War
27. Mary Goble Pay Cabin	Family-interpreted presentations	Family-interpreted presentations	Family-interpreted presentations and basket-making demonstration and craft
28. Blacksmith Shop	Living History about early blacksmithing	Living History about early blacksmithing	Living History about early blacksmithing
29. Murdock Carriage House	Closed	Closed	Doors open with static display about early transportation services in Utah
30. Pack Home	Building Rental events only	Building Rental events only	Building Rental events plus pioneer dancing during the day
31. Kimball Home	Closed	Building Rental events only	Building Rental events plus beehive oven cooking demonstrations and guided tours
32. Brigham Young Farmhouse	Closed	Tour of house with Children games in the garden	Tour of house plus a photo gallery of all the different aspects of Brigham Young
33. Saddlery	Closed	Closed	Living History with a hands on leather craft
34. Millinery Shop	Closed	Closed	Living History with hat and bonnet making demonstrations
35. Drug Store	Living History - Early Pioneer medicines	Closed	Living History - Early Pioneer medicines

	2005	2006	2007
36. Boot Shop	Closed	Closed	Living History – boot and shoe making
37. Telegraph Office	Closed to public – upstairs used for costume storage	Closed to public – upstairs used for costume storage	Living History – discussion on early pioneer technology including photography and photo opportunities
38. Anderson Home	Living History	Closed	Living History focusing on needle arts including a craft
39. Gristmill	Closed	Closed	Guided tours
40. Atkin Home	Building Rental events only	Building Rental events only	Building Rental events only
41. Handcart Trek Shed	Closed	Closed	Used for storage of handcart supplies and distribution point for treks
42. Tithing Office	Used for storage of handcart supplies	Used for storage of handcart supplies	Living History – with a working tinsmith, barrel and rope making
43. Mary Fielding Smith Home	Tours only	Closed	Closed
44. Rich Home	Living History	Closed	Living History focusing on rug making and a craft
45. Deseret Hospital	Closed	Closed	Living History focusing on early pioneer medicine and display of Christensen Quilt & Lace Collection
46. Bowery	Building Rental events	Building Rental events	Building Rental events and picnic area of guests. Concerts during Special Events
47. Pioneer Cemetery	Self-guided tour	Self-guided tour	Self-guided tour and discussion as part of train tour
48. Statuary Walk	Self-guided tour	Self-guided tour	Self-guided tour and discussion as part of train tour. The Anson Call monument was also added.
49. 1917 Monument	State of disrepair and hidden amongst weeds	State of disrepair and hidden amongst weeds	Refurbished and included on the self-guided tour and discussion as part of train tour.
50. Monument Plaza	Self-guided tour	Self-guided tour	Self-guided tour during the week and a guided tour on Sunday
51. Pony Express Monument	Self-guided tour	Self-guided tour	Self-guided tour and discussion as part of train tour
52. Maintenance Shop	Davis Security office and maintenance shop for Park	Davis Security office and maintenance shop for Park	Davis Security office and maintenance shop for Park